

# Federal Lands Highway Program

## Fiscal Year 2004 Annual Report



U.S. Department of Transportation  
**Federal Highway Administration**

## Message From the Associate Administrator of Federal Lands Highway

The Office of Federal Lands Highway (FLH) manages highway programs in cooperation with Federal Land Managing Agencies. It provides transportation engineering services for planning, design, construction, and rehabilitation of the highways and bridges providing access to federally-owned lands. The FLH Program also supports training, technology deployment, engineering services, and other important products and services for our customers.

The Federal Lands Highway Program (FLHP) FY 2004 Annual Report serves as a snapshot of many, but not all, of our accomplishments. In the area of project delivery alone, the Office of Federal Lands Highway, in collaboration with our partners, successfully completed over 70 construction projects with a value of more than \$200 million, improved over 1,000 miles of roads, and improved approximately 40 bridges. Generally, the condition of federally-owned roads and bridges in 2004 either remained static or slightly improved when compared to 2001 data. Clearly, our goals are not to maintain the status quo. However, considering the dramatic increase in visitation to our Federal lands over the last 10 years, coupled with the increase in mileage of federally designated roads, any increase in the road condition metrics within the Federal lands transportation system is deemed a significant accomplishment.

In 2004, we obligated approximately 73 percent of the FLH Program. This number falls short of our goal of 100 percent.

However, in 2004 we experienced some unique challenges, as we operated within a series of TEA-21 continuing resolutions and converted to a new accounting system. In response to the extensions of TEA-21, the Office of Federal Lands Highway, in cooperation with our partners, focused a great deal of our attention on project design. This valuable effort places FLH in a proactive position when the new authorization is passed.

In FY 2005 and beyond, we anticipate an even larger FLH Program and are excited for the opportunity to continue working with our partners to improve access that allows both visitors and residents to travel safely to and within Federal and Tribal lands.

Arthur E. Hamilton, P.E.  
Associate Administrator  
Office of Federal Lands Highway



Deep Creek Footbridge, NC



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Taylor River Bridge, CO



Skyline Drive, VA

## Introduction: What Is the Federal Lands Highway Program?

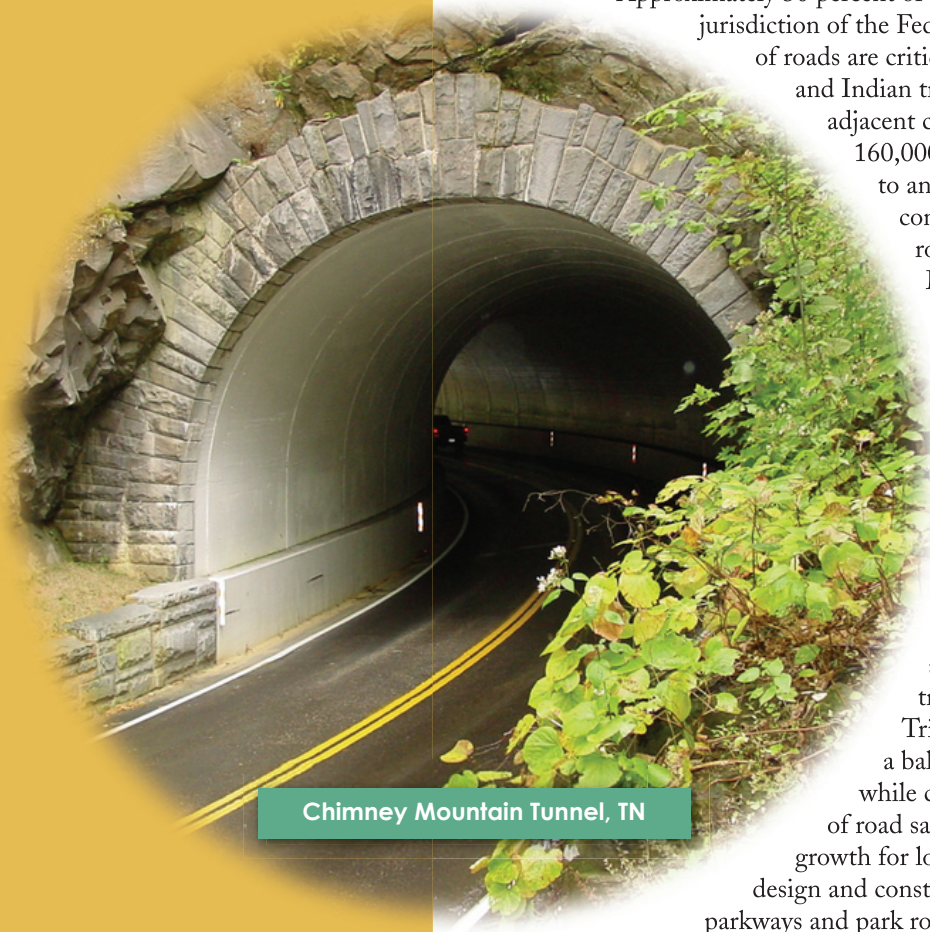
On January 6, 1983, the 1982 Surface Transportation Assistance Act created the FLHP. The primary purpose of the FLHP is to provide financial resources for a coordinated program of public roads that serve the transportation needs of Federal and Indian lands. The FLH organization provides transportation engineering services for the planning, design, construction, and rehabilitation of the highways and bridges providing access to federally-owned land. It also provides program administration, training, technology deployment, and engineering services.

### Scope and Breadth

Approximately 30 percent of the land in the United States is under the jurisdiction of the Federal Government. Over 490,000 miles of roads are critical to the administration of Federal lands and Indian tribes and support the economic vitality of adjacent communities and regions. Approximately 160,000 miles are public roads that provide access to and within Federal and Tribal lands and connect to the 330,000 miles of administrative roads under the jurisdiction of Federal Land Managing Agencies (FLMAs), FLH's primary customers. Of the 160,000 miles of public roads, approximately 50 percent are under the jurisdiction of the FLMAs, the remaining being under the jurisdiction of State/local governments. The FLHP does not cover administrative roads.

### Partnerships and Collaboration

FLH works closely with its FLMA and Tribal partners to improve the transportation system serving Federal and Tribal lands. In doing so, FLH seeks to achieve a balance reflecting each partner's concerns while continuing to promote the highest standards of road safety, contextual sensitivity, and economic growth for local residents. FLH's activities include the design and construction of forest highway system roads, parkways and park roads, Indian reservation roads, defense access roads, and other Federal lands roads. The roads under FLHP support recreational travel and tourism, resource extraction, protection and enhancement of natural resources, providing sustained economic development in rural areas, and providing needed transportation access for Native Americans. Federal roads are also essential for the effective implementation of Federal land use and resource management.



Chimney Mountain Tunnel, TN

FLHP is administered through partnerships and interagency agreements among its many FLMA and Tribal customers. A FLMA is any Federal agency or organization that manages or maintains a portion of the lands that are under the direct jurisdiction of the Federal Government. These customers include the Bureau of Indian Affairs (BIA), U.S. Forest Service (FS), National Park Service (NPS), and U.S. Fish and Wildlife Service (FWS). Other FLMAs that participate in the program are the Bureau of Land Management, Department of Defense, Surface Deployment and Distribution Command, U.S. Army, U.S. Army Corps of Engineers, U.S. Navy, Tennessee Valley Authority, and the Bureau of Reclamation. FLH also works closely with many State and Territorial partners.

FLH's Tribal customers are made up of the 562 Federally recognized Tribal Governments in the United States. These governments administer and manage 55.7 million acres of land held in trust by the United States for American Indians, Indian tribes, and Alaska Natives. FLH assists these governments in meeting their highway transportation needs while maintaining its reputation as a leader in context sensitivity. BIA is a vital partner in these interactions.

## Core Programs

FLHP provides funding for more than 90,000 miles of federally-owned and public authority-owned roads that serve Federal lands. The four FLHP funding categories are:

- Indian Reservation Roads
- Park Roads and Parkways
- Public Lands Highway  
(includes Forest Highways and Public Lands Highway Discretionary)
- Refuge Roads

FLH consists of a headquarters office and three field division offices located in Washington, DC; Sterling, VA (Eastern); Lakewood, CO (Central); and Vancouver, WA (Western). The service areas of each division are shown in Figure 1.

## The Many Faces of Federal Lands

FLH is constantly striving to improve its performance in carrying out its mission and to support FHWA's Vital Few goals, namely Safety, Environmental Streamlining and Stewardship, and Congestion Mitigation. FLH recognizes the following task areas when sorting through its many accomplishments each fiscal year:

**Program Administration:** The stewardship and oversight responsibilities associated with planning and the resources, both human and monetary, management that are entrusted to FLH to improve the transportation system serving Federal and Tribal lands.

**Project Delivery:** The planning, procurement, design, and construction management services FLH provides to

**In 2004, FLH completed over 70 construction projects with a value of more than \$200 million, improved over 1,000 miles of roads, and built and/or improved approximately 40 bridges. All of these efforts allow the traveling public to better and more safely access our national treasures.**

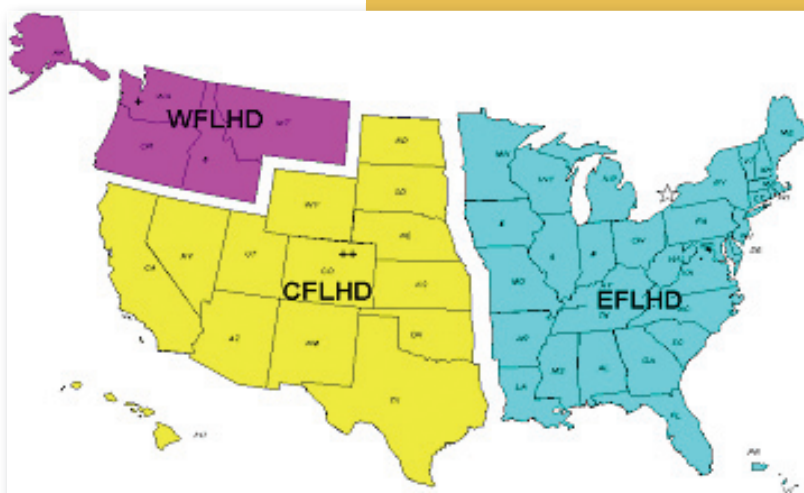


Figure 1: FLH Division Map



"This is not the kind of construction you see on State roads or on highways anywhere across the Nation. It's very complicated ecologically, it's very complicated culturally, and it's very complicated in terms of management. I mean how many places do you have bison moving through, or grizzly bears, or erupting plumes of smoke and hot water?"

—Eleanor Williams Clark  
Chief Landscape Architect  
Yellowstone National Park

FLMAs to improve the transportation system serving Federal and Tribal lands.

**Technology Delivery:** Developing, promoting, demonstrating, evaluating, and implementing new and improved technological advances.

**Professional Development:** Hands-on experience in construction and project development activities such as highway design, bridge design, environment, soils and materials, safety, and planning. Professional development also includes technical assistance to FLMAs as well as FHWA, State DOTs, counties, the public, and foreign governments.

**Organizational Excellence:** Improving customer and partner satisfaction, internal processes, and business results.

## Program Administration: Major Accomplishments

FLH is entrusted with many different types of funds. The majority of FLHP funds are authorizations through Department of Transportation (DOT) transportation legislation, specifically Title 23 of United States Code (USC), Section 204. FLH also has direct responsibility for the Emergency Relief for Federally-owned Roads (ERFO), a subset of the overall Emergency Relief (ER) program from Title 23. In addition, FLH receives funding from other Federal agencies, as well as State and local governments. These funds are accounted for in Table 1.

In FY 2004, DOT operated under a continuing resolution of the Transportation Equity Act for the 21st Century (TEA-21). Therefore many of the programs were funded as in prior years under TEA-21. FLH supports many different program and funding areas in law.

Other Title 23 funds that are non-FLHP funds are ERFO, scenic byways, high-priority projects, Section 378 miscellaneous funds, Section 1118 National Corridor Planning and Development (NCPD) Program, Coordinated Border Infrastructure (CBI) Program, and Section 1207 Ferry Boat Discretionary Program.

Non-Title 23 funds include the Defense Access Road Program and other special projects.

### Indian Reservation Roads Program

The Indian Reservation Roads (IRR) program provides funding that may be used by Indian Tribal Governments, BIA, and FHWA for the planning, design, construction, or reconstruction of designated public roads that provide access to or within an Indian reservation, Indian lands, Indian communities, and Alaska Native villages. In addition, the IRR program includes a bridge program that "sets aside" money for replacement or rehabilitation purposes. The IRR system consists of 25,000+ miles of public roads owned by the BIA and Tribal Governments, and 25,000+ miles of State/local public roads within or providing access to Indian lands.

During FY 2004, the funds available for obligation were \$272 million. Conversely, the actual obligated amount was \$204 million, or 75 percent (see Table 1).

## Park Roads and Parkways Program

The Park Roads and Parkways (PRP) program provides funding, which may be used by NPS and FHWA, for planning, design, construction, or reconstruction of designated public roads that provide access to or within National parks, recreation areas, historic areas, and other units of the National Park System. The park road system consists of 8,000+ miles of public roads owned by NPS. During FY 2004, the funds available for obligation were \$155 million. Conversely, the actual obligated amount was \$143 million, or 92 percent (see Table 1).

## Public Lands Highway Program

The Public Lands Highway (PLH) program consists of two components, namely, the Public Lands Highway Discretionary (PLHD) program and the Forest Highways (FH) program. The PLHD program was created in 1930. Its purpose is to provide funding for public roads serving Federal and Indian lands that are on the Federal-aid primary and secondary systems. The FH program, first authorized in 1916, provides funding for selected transportation projects providing access to, within, or adjacent to national forests and grasslands.

Thirty-four percent of the PLH category funds as reflected in TEA-21 are available for the PLHD program. This program currently provides funding for select transportation projects providing access to, within, or adjacent to Federal and Indian lands. During FY 2004, the funds available for obligation were \$42 million. Conversely, the actual obligated amount was \$17 million, or 40 percent (see Table 1).

Sixty-six percent of PLH funds are available for forest highways. Approximately 29,000 miles of State or local-owned public roads are designated as forest highways. During FY 2004, the funds available for obligation were \$165 million. Conversely, the actual obligated amount was \$95 million, or 58 percent (see Table 1).

Title 23 Appropriations, Allocations & Obligations						
FLH Programs	Authorization/ Allocation Made Available	Program Reductions	Prior Year Funds	Total Funds Available	Total Obligations	Amount Carried Over Into FY05
Indian Reservation Roads (IRR)	\$275,000,000	(\$16,384,885)	\$13,122,524	\$271,737,639	\$203,894,326	\$67,843,313
Park Roads and Parkways (PRP)	\$165,000,000	(\$9,830,931)	\$0	\$155,169,069	\$143,133,168	\$12,035,901
Public Lands Highway (PLH)						
- Forest Highway (FH)	\$162,360,000	(\$13,633,636)	\$16,446,715	\$165,173,079	\$95,352,912	\$69,820,167
- Public Lands Highway Discretionary (PLH-D)	\$25,335,510	(\$3,039,525)	\$19,433,067	\$41,729,052	\$17,359,908	\$24,369,144
- Public Lands Highway - Transportation Planning (PLH-TP)	\$0	\$5,490,000	\$873,407	\$6,363,407	\$5,729,286	\$634,121
Refuge Roads Program (RRP)	\$20,000,000	(\$1,191,628)	\$3,080,866	\$21,889,238	\$18,913,472	\$2,975,766
SUBTOTAL	\$647,695,510	(\$38,590,605)	\$52,956,579	\$662,061,484	\$484,383,072	\$177,678,412
Defense Access Roads	\$17,843,137	\$0	\$13,333,259	\$31,176,396	\$22,341,176	\$0
O&M	\$6,402,941	(\$264,439)	\$264,439	\$6,402,941	\$4,166,500	\$0
Other Non Highway Trust Funds	\$0	\$0	\$0	\$0	\$8,388,905	\$0
Total	\$671,941,588	(38,855,044)	\$66,554,277	\$699,640,821	\$519,279,654	\$177,678,412

TABLE 1: Title 23 Appropriations, Allocations & Obligations

**“The project itself was a monumental partnership between the Federal Highway Administration and the National Park Service, encompassing multiple contracts to ultimately build the tunnels, relocate two U.S. highways, and construct several bridge overpasses and highway interchanges as well. It’s one of a kind.”**

**—Mark H. Woods  
Superintendent  
Cumberland Gap National  
Historic Park**

## Refuge Roads Program

Refuge Roads (RR) program funds may be used for the maintenance and improvement of public roads that provide access to or within a unit of the National Wildlife Refuge System. FWS manages and maintains approximately 4,400 miles (paved and unpaved) of public use roads, 87 public use bridges, and over 5,400 miles of roads for administrative use. During FY 2004, the funds available for obligation were \$22 million. Conversely, the actual obligated amount was \$19 million, or 86 percent (see Table 1).

## Other Funds

FLH also administers the ERFO program and supports other transportation programs governed by USC, Title 23 but funded with non-FLHP resources. Specifically, the scope and breadth of FLH’s involvement in the ERFO program is included with the other program areas in Table 1.

## ERFO Program

The intent of the ERFO program is to help pay the unusually heavy expenses associated with the repair and reconstruction of Federal roads and bridges seriously damaged by natural disasters over a wide area. Restoration in-kind to predisaster conditions is the predominant type of repair. The ERFO program provides assistance for roads that have been defined as Federal roads—forest highways, forest development roads, park roads and parkways, Indian reservation roads, public lands highways (refuge roads), and public lands development roads.

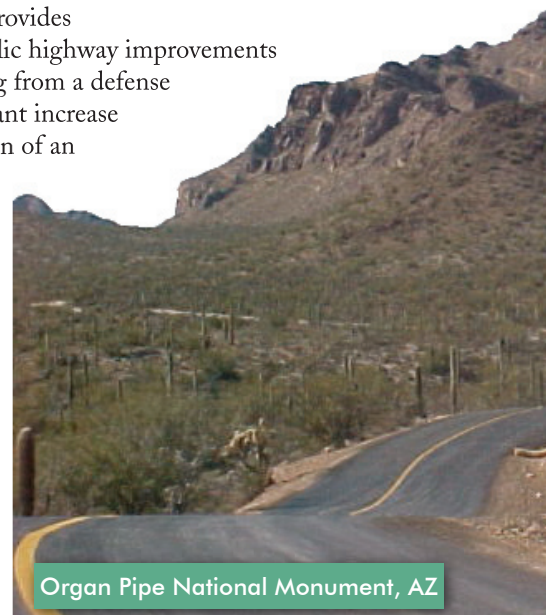
The BIA, FS, FWS, and NPS made a total of 55 requests for ERFO financial assistance for disasters that occurred in FY 2004. The FLH divisions have approved seven of the requests to date, for a total investment of approximately \$41.2 million. The increase in the number of requests for financial assistance can be contributed directly to the type of weather (heavy rain, flooding, and hurricanes) and resulting damage along the entire eastern coast experienced during the past 3+ years.

## Defense Access Road Program

The Defense Access Roads (DAR) program provides a means for the military to pay the cost of public highway improvements necessary to mitigate an unusual impact arising from a defense activity. An unusual impact could be a significant increase in personnel at a military installation, relocation of an access gate, or the deployment of an oversized or overweight military vehicle or transporter unit.

Under the DAR program, FHWA is authorized (23 USC, Section 210) to construct or improve highways with funds transferred from Department of Defense (DOD) appropriations.

DOD also provides operation and maintenance (O&M) funds to States having



Organ Pipe National Monument, AZ



gravel-surfaced roads that support the Minuteman Missile System. O&M funds are allocated based upon needs identified by the U.S. Air Force in cooperation with the States and FHWA. When requested by States, projects are designed and administered directly by FLH divisions. During FY 2004, 20 projects, expected to cost approximately \$210 million, were in various stages of design or construction throughout the country. Nearly half of the DAR projects were administered by FLH.

## Other Critical Initiatives

In addition to program-specific administrative accomplishments, the FLHP completed many other critical initiatives that contributed to its successful year. Some of those initiatives include:

### Rulemakings

Final Management System Rules were published in the Federal Register on February 27, 2004. These final rules provide for the development and implementation of safety, bridge, pavement, and congestion management systems for transportation facilities providing access to and within these Federal lands. The management systems pertain to the NPS and the PRP; the FS and the FH program; the FWS and the RR program; the BIA and the IRR program.

The IRR Final Rule, 25 CFR Part 170, supporting the IRR program was completed in 2004. This 5+ year effort involved extensive interaction with numerous tribes; Federal, State, and local partners; and many other stakeholders across the country.

### Procurement

To ensure timely completion and to maintain an acceptable level of quality, Eastern FLH Division (EFLHD) used innovative contracting clauses to ensure early completion of the Pennsylvania Avenue project in Washington, DC. Due to security concerns, the time to develop and construct the project was significantly reduced. Two key contract administration items used for the first time by EFLHD were “best value” procurement and a “no excuse” clause. These assisted EFLHD in the delivery of the project in a greatly reduced timeframe.

### Office Move

After more than 10 years of planning, Central FLH Division (CFLHD) moved into its new leased office space in June 2004. In addition to CFLHD, the new building includes the offices of several Federal agencies and houses about 400 employees and contractors in a three-story, 128 thousand square foot office building, located on almost 7 acres near the intersection of Union Boulevard and Alameda Avenue in Lakewood, CO. It is certified per the U.S. Green Building Council for Leadership in Energy and Environmental Design (LEED).

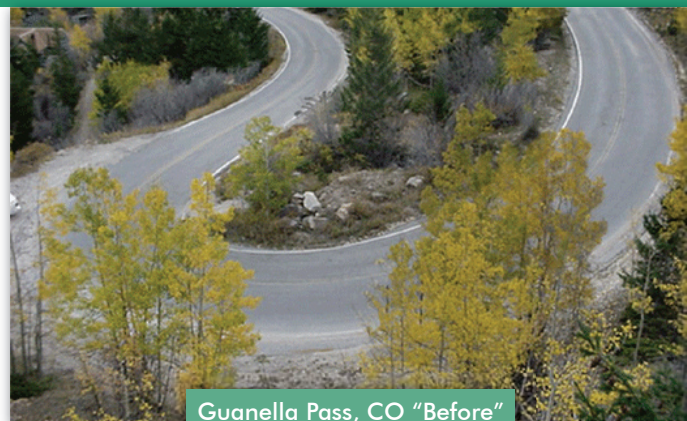
**“One of the real benefits of Federal Highways is the commitment to preserving this place and the integrity of the visitor’s experience.”**

**—R. Kevin Cann  
Deputy Superintendent  
Yosemite National Park**



## Lewis and Clark Bicentennial

A Western FLH Division (WFLHD) transportation planner was loaned to the NPS to assist the Fort Clatsop National Memorial Park with preparation for the upcoming Lewis and Clark Bicentennial. Fort Clatsop is expecting increased visitation for the commemoration of the 1805-06 winter encampment of the 33-member Lewis and Clark Expedition. WFLHD assisted with the planning and implementation of a new regional transit system, as well as internal park improvements, both designed to enhance the visitor experience to the park.



Guanella Pass, CO "Before"

## Communications and Outreach

So, You Need A Ride! is an FLH initiative that encourages Native American communities to work together to improve mobility within rural and Federal land areas. By using available equipment and resources, communities can work together to provide rides for those lacking transportation. The motivational and educational literature provides a realistic rural definition of transit and gives examples of alternative transportation resources that can be pooled to improve mobility. Schools are encouraged to use the colorful literature to teach youngsters about transit, alternative transportation, and sharing and caring for others.

Winner of the Public Relations/Government category of the Chicago Film Festival, "Lightly Upon the Land," is a nationally acclaimed video that provides an overview of FLH and how it works collaboratively with its partners in developing context-sensitive solutions to their transportation needs.

## Project Delivery: Major Accomplishments

In 2004, FLH completed over 70 construction projects with a value over \$200 million, improved over 1,000 miles of roads, and built and improved approximately 40 bridges. All of these efforts allow the traveling public to better and more safely access our national treasures.

The FLH's project delivery accomplishments are too numerous to list, but we have provided a snapshot of some of them.

The FLH Bridge Office completed the design of the Beartooth Ravine Bridge on U.S. Highway 212/Beartooth Highway (Red Lodge-Cooke City Highway) in Montana. This highway serves as the northeast entrance to Yellowstone National Park.



Foothills Parkway Bridge, TN





Guanella Pass, CO Simulated "After"

The design of the bridge proved very challenging due to the location of the multi-span steel plate girder bridge on a reverse curve and its use of skewed abutments. The Beartooth Highway is considered one of the most scenic routes in the United States, a National wonder, a geological showplace, and an engineering marvel, and the

bridge promises to be an aesthetic structure, one that will "lay lightly on the land."

Project FOOT 15A31 was a safety improvement performed by EFLHD along a roadway in Great Smoky National Park. A safety study identified the need for pull-offs along the road for law enforcement and emergency use. The park did not want to pave these areas, and gravel pull-offs were not desirable for either aesthetics or safety. To maintain grass growth, "green parking alternatives" were used on the project. A cellular confinement system, a plastic block system, and a PVC pipe system are being evaluated to accommodate vehicular loading and to support grass growth so that the best methods can be used in the future.

In addition, the Foothills Parkway Bridges 9 and 10 received the 2003 ASBI Bridge Award of Excellence in Tampa, FL, in November 2003. The award is in recognition of their exemplification of concrete segmental bridge design and construction excellence in a sensitive environment.

In addition to awarding 18 projects worth \$92.4 million, CFLHD produced another 15 shelf projects worth over \$80 million. These shelf projects were a great achievement and helped prepare CFLHD for new legislation demands. CFLHD completed the project development phases for two controversial and difficult projects — the Guanella Pass Forest Highway route in Colorado and the Saddle Road route in Hawaii — such that the first construction contract awards were made and construction advanced in FY 2004.

The WFLHD materials laboratory achieved accreditation under ISO 17025. WFLHD is now recognized as one of the leaders in the United States in achieving international competence for materials testing. This accreditation also verifies that WFLHD has elements essential to sound management and technical competence.

## Technology Delivery: Major Accomplishments

EFLHD used approximately 1,000 tons of rustic asphalt on the Pennsylvania Avenue Project UDSP 1104(099). The rustic pavement is based upon a transparent, amber-colored synthetic binder that substitutes for asphalt in hot asphalt concrete pavement.

"The park designed a plan to do the construction on the tunnels with minimum impact on the flow of traffic, and interruption to our tourism industry. My people were grateful, and I'm glad it was done."

—Leon D. Jones  
Principal Chief (Ret.)  
Eastern Cherokee Tribe



WFL Materials Laboratory





Pennsylvania Avenue Project, DC

**“The Federal Highways  
folks brought the technical  
highway construction  
expertise, and the ability  
to work effectively with the  
contractor to get the job  
done in a way that met  
everybody’s needs.”**

**—Barry Reiswig  
Manager  
National Elk Refuge  
U.S. Fish and Wildlife Service**

The synthetic binder is petroleum based but consists of several constituents that can be adjusted to amend binder properties. Rustic pavement is designed to have the look of an old or historic pavement with the structural capacity necessary to carry the design traffic loading. The goal of EFLHD in developing rustic pavement was to add another tool to the context-sensitive design toolbox. “Rustic pavement,” as referred to by EFLHD, “is an approach to satisfying our partners’ concerns regarding aesthetics and preservation of historical character.”

A Geographic Information System (GIS) pilot was conducted for Vicksburg National Military Park and Yellowstone National Park. The pilots were to serve as a proof of concept and to test the capabilities of using the Roadway Inventory Program (RIP) data to display the paved roadways for the two parks. The pilots were completed in May 2004.

The pilots were able to prove that linear referencing of park routes was the best solution for creating GIS data from the RIP information. Linear referencing is a method of calibrating routes (in this case by milepost of routes as collected) and providing the capability of displaying route characteristics like pavement condition, roadway type, roadway surface, and roadway feature location in event tables to show the information spatially. FLH is using techniques from these pilot programs to develop linear referenced paved routes for the 204 National parks collected by RIP.

CFLHD acquired a rut-testing machine for the CFLHD materials laboratory that does a true performance test of rutting and stability of asphalt mixtures with the goal that it may eventually replace the stability test. Information regarding the project, the mixture constituents, the S-values, and the rut cycles to failure will be recorded over a 2-year period.

CFLHD provided support to the Environmental and Engineering Geophysical Society to conduct workshops on applied geophysics using information developed previously by CFLHD. The Symposium on the Application of Geophysics to Engineering and Environmental Problems (SAGEEP) 2004 was held in Colorado Springs, CO, in April 2004.

A context-sensitive solution, in the form of avalanche-resistant guardwalls, was developed for incorporation into the design of the historic Going-to-the-Sun Road at Glacier National Park, MT. The stone masonry guardwall was designed and tested to withstand avalanche forces while meeting safety requirements and minimizing annual maintenance costs. This guardwall will blend with the historic and visual context of the Going-to-the-Sun Road.

A new training module developed by WFLHD, “Endangered Species Act: Build Smart,” provides reference material for construction field employees. This was the third CD developed under this program. Employees can review this CD at a field site, print appropriate forms, and apply the knowledge during project construction. This CD addresses the Endangered Species Act (ESA) relating to highway construction and provides specific knowledge for construction personnel to meet the requirements of the

ESA. The primary focus of this training is to protect endangered fish habitats during construction by following NOAA-Fisheries requirements.

## Professional Development: Major Accomplishments

Over 2,300 individuals outside of FLH received professional development training from FLH in FY 2004. In addition, division employees provided nearly 12,900 hours of technical assistance to FLMAs, FHWA, State DOTs, counties, and the public.

EFLHD and FLH HQ jointly led the effort for FLH, in conjunction with FHWA's National Highway Institute, to develop an introductory course entitled Federal Lands 101. It provides FHWA and FLMA employees with an overview of how FLH operates in order to administer and deliver the FLHP, deliver projects, develop and transfer technology, and provide external training.

Employees of CFLHD provided training to over 1,200 individuals, covering topics on materials, pavement rehabilitation, roadside safety, work zone safety, and traffic signing. The participants were FLH employees and other Federal, State, and local highway department employees from throughout the United States, including participants from Guam, American Samoa, and the Northern Mariana Islands. Formal training was complemented with more than 2,200 hours of technical assistance, including participation on three NCHRP research project panels and one synthesis panel. Technical assistance was provided upon request to four Federal agencies in addition to other offices of FHWA, Turkey, American Samoa, three non-profit research centers, and several State highway departments.

At the request of the FHWA Resource Center, WFLHD participated in a review of the Indiana Department of Transportation's geotechnical engineering program and prepared preliminary findings and recommendations for improvements.

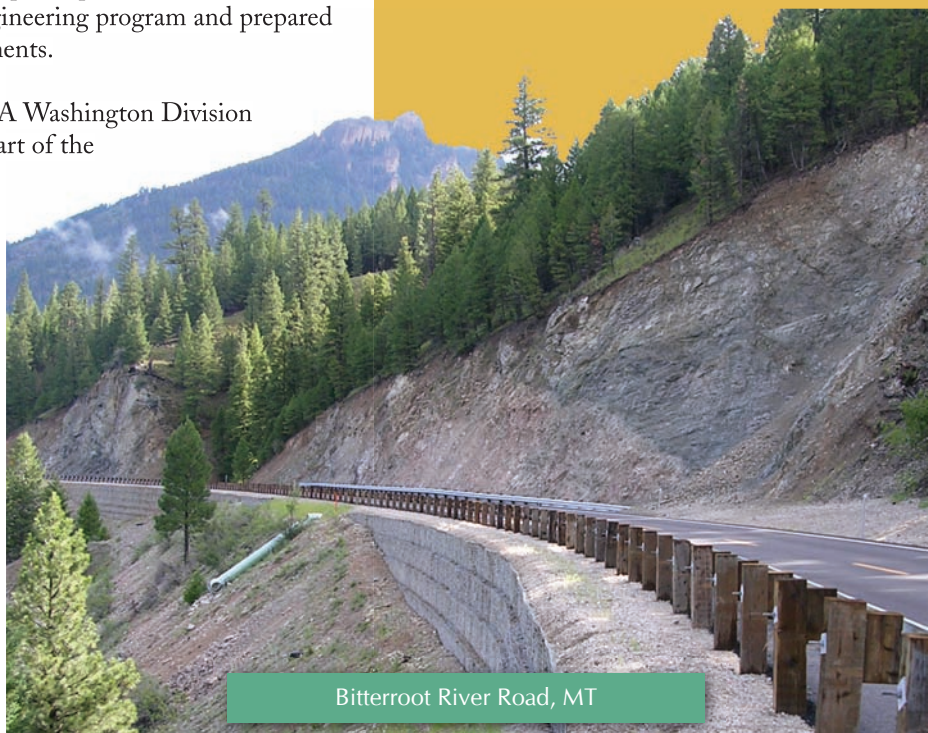
Technical assistance to the Washington DOT and FHWA Washington Division Office in evaluating rockslide conditions on SR-20. As part of the evaluation, WFLHD assisted with the development of an instrumentation plan. Technical assistance is ongoing, as WFLHD is involved in the established monitoring process.

## Organizational Excellence: Major Accomplishments

FLH recognizes that successful partnerships with its FLMA and Tribal government customers are only possible when these customers trust that FLH is doing its best to meet their specific needs and project concerns. FLH is continuously soliciting customer feedback on its performance, specifically on its project development techniques and the quality of the completed project.

"I think they're bringing the glue for putting all the different agencies with the local communities and trying to come up with a plan that we can all be proud of and will work for the Beartooth Highway."

—Frank Walker  
Deputy Superintendent  
Yellowstone National Park



Bitterroot River Road, MT

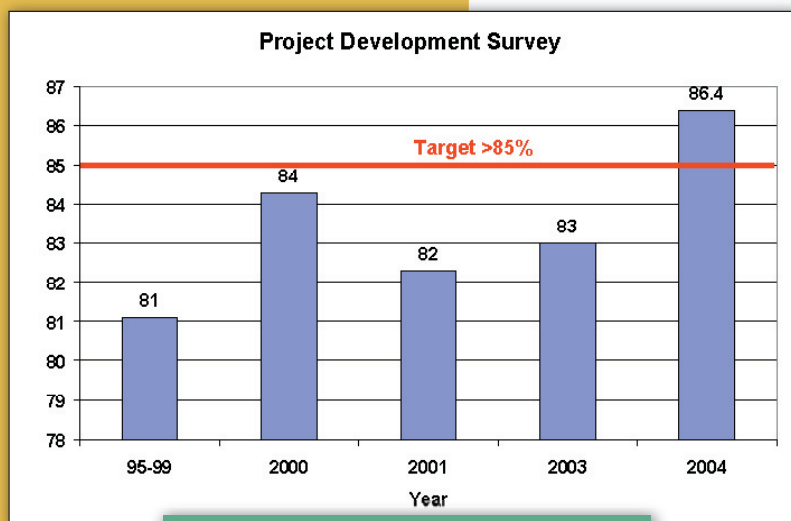


Figure 2: Project Development Survey

To measure project development customer satisfaction, FLH collects input from its customers throughout the year in the form of customer satisfaction surveys (after the development stage and after final project completion) in FLH's management practices, project development elements, technical design elements, final design, and an overall rating. These surveys are sent out to each customer upon completion of that portion of the project. Figure 2 shows that project development satisfaction exceeded the target rating of 85 percent in 2004 and the fluctuation of ratings from year-to-year is within a small range.

Once a project is completed, FLH collects customer satisfaction surveys on FLH's management practices, completed project elements, completed project aesthetics,

conditions during construction, environmental sensitivity, and overall rating. For both surveys, a rating of more than 80 percent is considered excellent. Figure 3 shows that completed project satisfaction was slightly below the target rating of 85 percent in 2004, and the fluctuation of ratings from year-to-year was within a small range. No significant trend is exhibited by the data from either survey.

WFLHD was the recipient of the FHWA 2004 Excellence in Highway Design Biennial Award for Highway Improvements on Publicly Owned Land. WFLHD was recognized for the Grand Loop Road in Yellowstone National Park. This program is conducted

biennially by FHWA under the U.S. Department of Transportation to encourage excellence in the design of highway-related facilities that provide safety and mobility while remaining sensitive to human and natural environments, and to recognize projects that contribute effectively to a more pleasing highway experience.

One of the key performance measures for organizational excellence is FLH's bi-annual employee survey.

Employee satisfaction scores increased 2.70 points, or nearly 4.5 percent, from 2001 to 2004. Areas showing the greatest improvement were in the categories of organization, customer satisfaction, senior support, and communication flow. FLH believes that these increases can be attributed to the fact that FLH is taking actions to address balancing workload and home life and that employees are better informed about issues affecting their jobs.

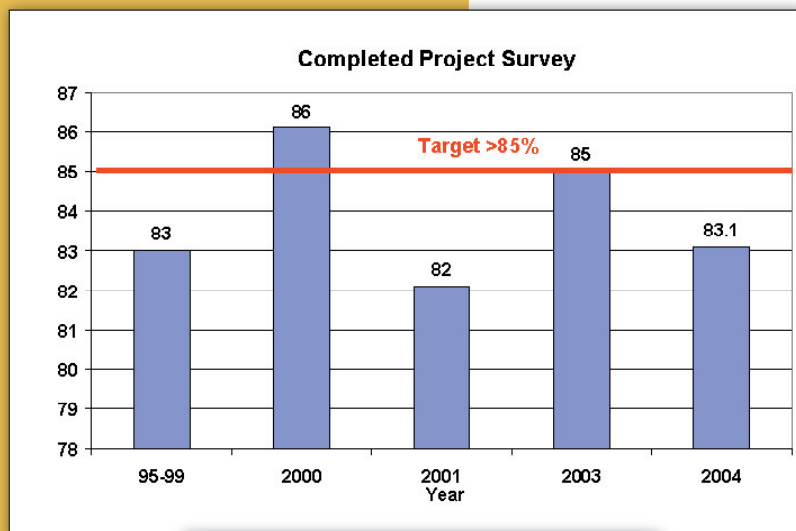


Figure 3: Completed Project Survey

## Conclusion

FLH is dedicated to the goal of providing its customers with the highest caliber transportation solutions that remain sensitive to the individual needs and concerns of each partner. During 2004, FLH carried out this mandate with enthusiasm, creativity, and efficiency. We look forward to an even more productive year in 2005.



## Acronyms

BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
BOR	Bureau of Reclamation
CBI	Coordinated Border Infrastructure Program
CFLHD	Central Federal Lands Highway Division
CTIP	Coordinated Technology Implementation Program
EFLHD	Eastern Federal Lands Highway Division
EIS	Environmental Impact Statement
ERFO	Emergency Relief for Federally-owned Roads
FH	Forest Highway
FHWA	Federal Highway Administration
FLH	Federal Lands Highway
FLHP	Federal Lands Highway Program
FLH-HQ	Federal Lands Highway headquarters office
FLMAs	Federal Land Management Agencies
FS	Forest Service
FWS	U.S. Fish and Wildlife Service
IR	Indian Reservation
IRR	Indian Reservation Roads
ITS	Intelligent Transportation System
N/A	Information was not available
NCPD	National Corridor Planning and Development Program
NPS	National Park Service
NWR	National Wildlife Refuge
RR	Refuge Roads
PDP	Professional Development Program
PLH	Public Lands Highway
PLHD	Public Lands Highway Discretionary Program
PRP	Park Roads and Parkways
TEA-21	Transportation Equity Act for the 21 <sup>st</sup> Century
USDOT	U.S. Department of Transportation
WFLHD	Western Federal Lands Highway Division

**“FHWA was on the cutting edge in a lot of different techniques on this project.”**

**—Jack N. Callahan  
Regional Coordinator (Ret.)  
U.S. Forest Service**

